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OFF-ROAD VEHICLE ADVISORY COUNCIL

to the

BUREAU OF LAND MANAGEMENT

MEETING

February 19, 1970 - Sacramento

PROCEEDINGS

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OFF-ROAD VEHICLE ADVISORY COUNCIL
Meeting - February 19, 1970 - Sacramento

AGENDA OUTLINE

Thursday, February 19

10:00 a.m.	Opening	
	Welcome & Introductions	Howard Harris, Co-Chairman J.R. Penny, Co-Chairman
	Council Administration & Management Recommendations	Howard Harris, Co-Chairman
	Publicity & Brochure	" " " "
	Where Do We Go From Here?	" " " "
12:00 noon	Adjourn	

OFF-ROAD VEHICLE ADVISORY COUNCIL

MEMBER	REPRESENTATION	ADDRESS & PHONE NO.
Thomas P. Bates	Dune Buggy Group	Parkhurst Publishing Co. 745 W. Third Street Long Beach, Calif. 90812 213-436-3241
Lawrence Cloyd	Calif. Dept. of Fish & Game	1416 Ninth Street Sacto., Calif. 95814 916-445-9880
Beula Edmiston	Desert Protective Council	5502 Markland Drive Los Angeles, Calif. 90022 213-723-2924
Jack L. Edwards	Calif. Assn. of 4 Wheel Drive Clubs	4405 Pioneer Drive Bakersfield, Calif. 93306 805-366-6946
Howard Harris	Calif. Farm Bureau	7800 Cienega Road Hollister, Calif. 95023 408-637-2643
E. Lamar Johnston	Calif. Cattlemen's Assn.	Box 263 New Cuyama, Calif. 93254 805-766-2266
Dan Kelsay	Enforcement agencies	P.O. Box 858 Modesto, Calif. 95353 209-524-1251 Ex. 421
Alfred H. Kramm	Calif. Outdoor Recreation League	5190 East 28th Street Long Beach, Calif. 90815 213-HA12110
H. F. McMurphy	North Bay Trail Riders	129 Alameda Street Vallejo, Calif. 94590 707-642-9395
Roger K. Mitchell	Sierra Club	1451 Lazy A Drive Bishop, Calif. 93514 714-873-3512
J. R. Penny	Bureau of Land Management	2800 Cottage Way, Rm. E-2841 Sacto., Calif. 95825 916-481-6100 Ex. 2676 or Ex. 2701 (Div. RPM)
Al Schiavon	Calif. Wildlife Federation	3936 E. Turner Avenue Fresno, Calif. 93702 209-266-1087

MEMBER	REPRESENTATION	ADDRESS & PHONE NO.
Ron Sloan	American Motorcycle Assn.	4725 Burgandy Road Woodland Hills, Calif. 91364 213-889-1000
George S. Strauch	Calif. Federation of Mineralogical Societies	20269 Yeandle Avenue Castro Valley, Calif. 94546 415-557-0244
Ray Talbot	Calif. Woolgrowers Association	1232 Talbot Street Los Banos, Calif. 93635 209-826-3725

ATTENDANCE

Off-Road Vehicle Advisory Council:

Thomas P. Bates
Beula Edmiston
Jack L. Edwards
Howard Harris
E. Lamar Johnston
Alfred H. Kramm
H.F. McMurphy
Roger K. Mitchell
Ron Sloan
George S. Strauch
Lawrence Cloyd (absent)
Ray Talbot (absent)
Al Schiavon (absent)
Dan Kelsay (absent)

Bureau of Land Management:

State Office
J. R. Penny
William G. Leavell
Arlen C. Tocher
Robert E. McCarthy
E. J. Petersen

Service Centers
Percy Brown, Portland

District Offices
Robert J. Springer, Bakersfield
Rex Morgan, Susanville
Richard Thompson, Redding
Delmar Vail, Folsom
John Lanz, Ukiah
John Boyles, Riverside
John Hodgins, Bakersfield
William Flint, Riverside

Guests:

Mrs. Howard Harris
Mrs. Jack L. Edwards
Kendall Clarke, Regional Solicitor's Office
Hildamae Voght, Executive Secretary, California Recreation League
Fred Shandel, California Recreation League
Fred Wildhanger, California Outdoor Recreation League
Florence Wildhanger, California Outdoor Recreation League
Robert Moody, California Outdoor Recreation League
Dean Stewart, Fresno Sandpipers
Vernon Wright, Fresno Sandpipers
Russ Martin, Fresno Sandpipers
Romona Ralston, Oceanic Dune Riders

OFF-ROAD VEHICLE ADVISORY COUNCIL

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OFF-ROAD VEHICLE ADVISORY COUNCIL

to the

BUREAU OF LAND MANAGEMENT

4th MEETING

February 19, 1970

Sacramento, California

PROCEEDINGS

WELCOME AND INTRODUCTIONS

HOWARD HARRIS
Co-Chairman

and

J. R. PENNY
State Director & Co-Chairman

Howard Harris: We will get to the introductions. I am Howard Harris from Hollister. Russ, please introduce yourself and staff.

J. R. Penny: I'm Russ Penny, State Director for the Bureau of Land Management in California. I would like to introduce the BLM people. Starting here, we have:

John Hodgins - Lands & Minerals staff man from the Bakersfield District.

Robert McCarthy - Chief, Division of Lands and Minerals and also the Land Office Manager here at Sacramento.

Kendall Clarke - from the Regional Solicitor's office.

Robert Springer - District Manager, Bakersfield.

John Lanz - District Manager, Ukiah.

John Boyles - Assistant District Manager, Riverside.

Richard Thompson - District Manager, Redding.

Rex Morgan - District Manager, Susanville.

Delmar Vail - District Manager, Folsom.

E. J. Petersen - Assistant State Director.

William Flint - Riverside Information Officer. Jim Ruch has left the Bureau, taking the position of Regional Coordinator for the National Wildlife Federation, involving the states of Arizona, Nevada, Utah, California and Hawaii. They are very fortunate to get him. It is a real loss for us but Bill Flint is helping us in real good style.

Claudette Wilson - Secretary for Division of Resource Program Management.

William Leavell - Chief, Division of Resource Program Management.

Craig Tocher - Recreation Specialist.

Percy Brown - Portland Service Center.

Howard Harris: Thank you, Russ. We have some other very important visitors here today. I brought my general manager - my wife, Florence. Will the visitors please tell us who you are and who you represent.

Dean Stewart - I am with the Fresno Sandpipers, a Dune Buggy Club.

Vernon Wright - Fresno Sandpipers, also.

Russ Martin - Fresno Sandpipers.

Romona Ralston - Oceanic Dune Riders.

Fred Shandel - California 4 Wheel Drive Association and Conservation Chairman of the Northern District.

Fred Wildhanger - California Outdoor Recreation League.

Florence Wildhanger - California Outdoor Recreation League.

Robert Moody - California Outdoor Recreation League.

Hildamae Voght, Executive Secretary, Calif. Outdoor Rec. League.

COUNCIL ADMINISTRATION & MANAGEMENT GUIDELINES

HOWARD HARRIS
Co-Chairman

Howard Harris: At this time we would certainly entertain any suggestions on the minutes or with the draft. The minutes of the 3rd meeting, held December 8, as you recall, outlined the recommendations of the sub-committees. They outlined the results of the member's questionnaires showing areas of agreement, areas of disagreement, and areas where no substantial conclusion could be reached. Also, the minutes showed the discussion areas which the staff used to revise the management guidelines to reflect the Council's comments. Is there any discussion on the minutes? Any corrections or errors? (It was moved, seconded, and adopted that the minutes be approved as written).

Since our last meeting we have been sent copies of proposed guidelines and a report on management recommendations. The Bureau staff has incorporated into these the ideas that came out at our last meeting. Any changes that anybody proposed were supposed to have been mailed in to the Bureau in time to reproduce and provide to the Council members at this meeting for their consideration. Well, no further comments were sent in, so we assumed that we were already to go to press; so we went to press and when I arrived up here yesterday at 4:00 p.m. the day's mail had brought in a proposed change from Beula Edmiston. It is in your folder. It makes several suggestions, none of which would be called major areas of disagreement. We took the liberty to incorporate her ideas in a statement which is also in your folder.

Please review this statement as a possible insert to the management guidelines, Page 2 of Foreward. There are two additional paragraphs. It was our feeling that these incorporated Beula's ideas into the report. For example, when we talk about uses of the public lands we are not only talking about the consumptive uses, we are talking about all kinds of values: plant and animal life, the archaeological areas, and these types of things. We certainly assume also at this time that if anybody else has any particular suggestions they would be welcome, though we certainly don't want to start redrafting these recommendations and guidelines at this stage. I went over the thing with some of our folks. There were 2 or 3 hundred ways you could write the report and come up with the same general statements and conclusions. Probably the key will be how these are administered and interpreted. There are some typographical errors and I would say that if anybody has noted any they should submit them to staff for automatic inclusion.

Now, may we have your comments. As you know we are scheduled to provide some of this to the press today. I took the position that we should have the Council review and approve this first. These recommendations and guidelines should be labeled draft instead of final report at this point, on the assumption that there may be editorial changes made.

Roger Mitchell: Are you talking about the management guidelines?

Howard Harris: Yes. We have two things before us. We have the Council's report, which includes (1) the management recommendations, and (2) the management guidelines. Before these are given to the press we want to have given these a final look although there will probably be some editorial changes.

Ron Sloan: Do these go to the press today?

Howard Harris: A press conference has been scheduled this afternoon.

Well, ladies and gentlemen, for those of you who have just come in we have just finished introductions. We have just announced that every member was invited to submit statements in writing on the final draft and that Beula here was the only one who submitted a statement. We didn't see it until yesterday, but we have asked that it be put into everybody's folder and we have incorporated the ideas into the Foreward of the report. They are also incorporated into a proposed statement of the Council for the press.

Roger Mitchell: With reference to the proposed guidelines for the management of off-road vehicle use on the public lands in California, I would like to see the draft amended to include the items which Beula has outlined in the way she has outlined them. In other words, add the changes suggested by her.

Howard Harris: Has everybody read Beula's statement of February 16th?

Ron Sloan: I think you have to read it several times.

Howard Harris: It points out, and I would have to agree with her on this, that we are talking about all uses and not talking about consumptive uses necessarily. We are talking about esthetic values, environmental values, and that type of thing.

Roger Mitchell: I refer to the bottom half of page 4 and the top half of the last page under her cover letter of February 16th which concerns the guidelines,and I, for one, would like to see the guidelines amended to include this material.

Howard Harris: With regard to the statement about representative groups - interested people. Do you suppose the motorcycle people might want to be added to that? You notice the suggested change to be added on page 14 after the words pertinent parties - "including those organizations dedicated to the preservation of a quality environment". My reaction to this was that it was fine. However, this particular change raised this question - do you want to single out one type of organization to be included?

Roger Mitchell: The point is that user groups would include these other people. Whereas, "the organization dedicated to the preservation of a quality environment" might not be included in the terms - user groups, appropriate agencies or other pertinent parties.

Howard Harris: The very fact that the Sierra Club and the Desert Protective Council and all these other conservation groups are on the Council gives the thought that they are included among the pertinent parties.

Roger Mitchell: Well, the definition of pertinent party might be interpreted as being user groups and visa-versa. It is just possible for someone to have a very vital interest in this effort and not be a user group and not be an appropriate agent.

Howard Harris: For instance, somebody that goes to view Niagara Falls or the things about Niagara Falls is not necessarily a user but they still have an interest.

Roger Mitchell: I am just pointing out that someone may have a very vital interest in this type of use and not be a user group. For example, I personally do not use the water or electricity generated by Coulee Dam, but nevertheless I am an interested party.

Ron Sloan: I think we should read the second page of the Foreward again, where Beula's ideas were added. We have gone thru the guidelines very thoroughly, and they can be taken out of context. I'm sure you'd agree, however, that these are really a guide to the parties in the District that will be administering this use.

Howard Harris: Here is the 2nd page of the Foreward. Lets read the concluding paragraphs:

> "The Council recommendations and resulting management guidelines recognize that resource users and resource managers must give full consideration in the inventory, planning, and management of off-road vehicle use to non-consumptive as well as consumptive use of public land resources.
>
> Such values as outstanding communities of plant and animal life, solitude, historic spots, fragile watershed,

archaeological areas, general landscape values, including scenery, and the quality of the whole environment must be totally weighed and evaluated in each management decision."

Now this, of course, is an attempt on my part to take Beula's paper and say we certainly want to recognize these things as well as the uses. Now, as I understand Roger's position, he is distinguishing between "users" and "people who do not use but are still interested". Roger would you like to move that this be included in the guidelines? If you want to make it a motion, then we will have staff discuss it.

Roger Mitchell: I move that the proposed amendments as outlined by Beula Edmiston on pages 4 and 5 of her February 16th letter be incorporated into the Guidelines for the Management of Off-Road Vehicle Use on the Public Lands in California.

Beula Edmiston: I'll second that.

Howard Harris: Now for discussion. Let us ask the staff. We have gone to press already - does this pose any problems to you, Bill?

Bill Leavell: We can add these statements in, however, the intent is already there, by inference all through the guidelines. For example, the Objectives statement, page 2, includes efforts such as the protection of natural resources and archaeological and scenic values, under the term "multiple use". These values are a part of the multiple uses of the public land.

Beula Edmiston: I know, and having counseled with the BLM, I know BLM knows and recognizes that these are factors that can be and are considered. But policies change, people change, and the values - if we lose them, we lose them forever. It seems that not only you and I know that vaguely down under the cover of multiple use you can dig it out, but let's be specific and spell it out. It is not adding something new to your procedures: it is just spelling it out so that it is to be considered. Not changing, but just calling attention to it.

Ron Sloan: Mr. Chairman, I think Beula's intent is very good. There is a portion here that concerns me as a representative of the American Motorcycle Association. If I took the same approach of going thru the guidelines and not reading them in their broad intent, then there are a great many sections in here that I would want in more detail. I felt that it was the objective of the committee to try to be broad in its considerations and put our confidence and trust in the Bureau of Land Management. But to go thru at this point, like the last speaker on a program, you have forgotten what the other 10 said, and the last one is most prominent in your mind. We pretty much agree that even though we have different interests in the values of the land and what we are using them for and so forth, that we are all basic conservationists at heart. I think to amend the guidelines to the District Managers at this point would be somewhat improper. Within the broad objectives and the Foreward, the intent of these guidelines is implied without being specific as to sentence and line and so forth.

Jack Edwards: I concur with Ron in that if the 4-Wheel Drive Association was to spell everything out in these general criteria, this thing would be as thick as the Los Angeles telephone book. So I would suggest that we go as printed.

Lamar Johnston: If we opened this up again you would have to start changing every one of the statements and you would come right back to the way we have it.

H.F. McMurphy: I agree with Ron on this. I believe that we better let well enough alone.

Tom Bates: If indeed we have done our homework, the guidelines as have been prepared are quite sufficient. While Beula's statement is a very good one and worth a great deal of value, I think that its addition just adds bulk to the procedures without adding any great meaning of further intent.

Beula Edmiston: Mr. Chairman, in the guidelines and recommendations, certain things, and quite rightly, are carefully enumerated, but did not get down to enumerating certain

things that are very important. We each know these are guidelines and recommendations. There is nothing that would save certain desert areas for designated wilderness. There is nothing to protect certain values. Archaeological and historical values are mentioned specifically, however, these other values that are equally important are not spelled out. It would appear to me to be a serious omission if they are not. It would be an area of disagreement. But if we can, lets spell them out and say we will protect them. There are some places that these things are too precious. We will have something that is basically saving the environment for all of the users. If we don't spell them out, we are not saving the environment.

After we read the report of the Off-Road Vehicle Council, we added the statement about non-consumptive use, to put emphasis on it.

Roger Mitchell: We are talking about the recommended guidelines. These are what the people in the field are going to be using. If I have a problem I usually go right to the source of information rather than any preface or introductory material. I am a little concerned that perhaps some of the meaning and intent we are discussing here might be overlooked if placed only in the preface. I am not very concerned with the press release or the preamble or preface or whatever you have. I am mainly interested in the specific context of the material.

Bill Leavell: Lets look at some of the technical criteria regarding these areas of concern. For example, on page 19, under Non-Use Areas - Technical Criteria, these are criteria which indicate values which must be protected by non-use of vehicles. Item #6, "Sites with scientific values such as historical, archaeological and paleontological". Item #10 indicates "Designated wilderness areas, wildlife areas and certain natural areas".

Beula Edmiston: That is my point. You are specific in certain things: however, certain things that are tremendously important for the preservation of the environment are not specifically noted. I have read the press release to be issued by the Council and I think it is wonderful, but I know that decisions

will be made, as Roger said, on the basis of the guidelines. Press releases come and go. Guidelines, let us hope, go on.

Howard Harris: Any other discussion on the motion? The motion is to include Mrs. Edmiston's recommendations in the guidelines. Right, Roger?

Roger Mitchell: Yes.

Howard Harris: Any other discussion? Those in favor say ave. Opposed, say no. The motion is lost. Now, that certainly doesn't mean it is too late to get in editorial changes. Just before you came in, Beula, I said that if anyone has some editorial changes that don't make substantial changes and in which there is no disagreement, these could be placed in the guidelines. For example, if you can show Bill Leavell a word that he has left out. Let's be specific. We have agreed that archaeological references should be in. If these are not in, specifically, I would suspect that he would put it in.

Beula Edmiston: Archaeology is in there, but scenic values are not.

Ron Sloan: Perhaps I could put this in the form of a motion. This is a wrap up, right?

Howard Harris: Yes.

Ron Sloan: Is there some way that the Council could be called at sometime in the future if a problem comes up - the Council would still remain available, though not active.

Howard Harris: Yes, we have that on the agenda under the subject, "Where do we go from here".

George Strauch: I mentioned that my group, the California Federation of Mineralogical Societies really does not have a stake in the use of off-road vehicles but we have various problems coming up that will affect the rockhounds, and I would like to see this included in some future advisory council. I think Beula's group has problems that come up: the Sierra Club, also.

Beula Edmiston: Mr. Chairman, would it be appropriate for me to request that my remarks be added in a minority report?

Howard Harris: Yes.

Beula Edmiston: It would give us something as a point of beginning.

Howard Harris: You mean your letter of recommendations?

Beula Edmiston: Yes.

Ron Sloan: When you have a minority report it always appears that after a great deal of effort is put forth that someone doesn't agree with what we have done. Rather than a minority report could the Foreward or some other phase of the guidelines be expanded in a broad statement or paragraph?

J.R. Penny: Our staff reviewed Beula's recommendations and we agree they could be inserted in, although we believe their intent is already included in the guidelines. I would have no objections insofar as I am concerned. However, in addition we are faced with a timing problem. When we did not receive any suggested changes as requested, the guidelines were considered to be in final draft. Since this was to be the last meeting, a press conference was scheduled, at which a finished product might be presented. Assuming your recommendations are as they have been in the past, ones which I could accept, we would have the guidance which could now be sent out to our field people.

Tom Bates: I think the motion and vote settled the question whether we were going to put them in or not. As far as putting them in as a minority report, I agree with Ron that this would indicate that we don't agree with you, and we wholeheartedly agree with you.

Howard Harris: If these recommendations had come in at the last meeting, they probably would have been in. But let's suppose this motion to include Beula's recommendations had passed. I have seen Mac thumbing thru his draft. He has 38 proposals. I was talking to Jack this morning and he has 19. I have 36. George has 14. Now where are we going to go? None were substantial changes. And yet you just wonder will we ever get finished, if we go this route. I took the

position, as far as my own are concerned, that I would call it to the attention of the staff where I thought there were misspelled words, where the law was improperly stated, and things like that, and not bring them to the Council, but just assume that they would be editorial changes.

Beula Edmiston: Mr. Chairman, maybe I am in error. I understood the letter to say that if anyone had any suggestions or a short statement that this was the orderly time to make it, therefore, I waited until this time.

Howard Harris: As I recall, I asked Russ and Bill to send out a letter stating that if you wanted to change or add something to get it in by a deadline - I don't remember what the deadline was - anyway, I took it that the deadline was over. But, we don't want to leave with the impression that anyone's ideas were stifled.

Roger Mitchell: I can live with it the way it is, but I do think Beula's changes would be helpful.

H.F. McMurphy: I think we should go through it, as we did before, and see just what changes we need.

Howard Harris: We did that last meeting.

H.F. McMurphy: Some things that folks complained about last meeting have been brought forward again.

Ron Sloan: You may be talking about editorial changes.

Alfred Kramm: I have had a number of people outside of our Council look at this. It takes a while to get those things digested. There are questions that arise as to interpretation. It seems a couple of additions here and there would be very helpful to encourage groups to go along with it 100% instead of only 95%. I would like to make some suggestions.

Ron Sloan: At the last meeting, it went along rather quickly at the end; I believe it was Del Price's statement regarding a rather detailed item on the permits, but it boiled down to the fact that we have to go on the good faith of the Bureau.

But, for example, if we have to have specific dates, than I want specific dates. I can read you something on trespass in the guidelines. "If no damages occur, there is doubt as to their knowledge of closure, and trespassers cooperate fully. take no other action except by advising 'motorcyclists'." Now, it doesn't say to advise dune buggies, to advise Beula, or Roger. It says, "advise the motorcyclists". Now that is an editorial change. We could go back thru these guidelines time and time again and I think we did that sufficiently well last time. There are things I honestly don't like in here. I didn't like them before and I don't like them now, but I am willing to live with them because these are broad guidelines subject to interpretation by the District Managers. Hopefully we can persuade the District Manager when we have a specific problem, that our need is just. We have had over a month to review. I feel that as they are now written, that to go back thru them now would be purely a waste of time.

Lamar Johnston: We have been thru this time and time again, and we are not going to satisfy everybody. I think we better go with it the way it is.

Alfred Kramm: There is one thing I would like to have changed. This is on page 5, item 9 of the report of the sub-committees to the Council. This is a statement about citizen advisory councils. There has been a word omitted. The original wording was meant to represent the various recreational pursuits. It now speaks about a regional citizen advisory council to represent the various activities. The way it was stated in the minutes was the recreational pursuits. The idea of this was an advisory recreational council with representation from other user groups. Was this just an omission, or perhaps someone didn't understand it. But the committee came up with the wording - "various recreation pursuits". We were talking in our committee about recreational users and not commercial users.

Howard Harris: Does this exclude the commercial users?

Alfred Kramm: Such councils would include representation of other land users and long range conservation, preservation and consumptive use concepts.

Howard Harris: Recalling Roger's point - even if they are not users - they might want to get involved. I think his point is well taken.

Alfred Kramm: This is taken care of here by the conclusion of the statement which includes long range conservation, preservation and consumptive use concepts. Being representatives of those concepts doesn't mean they are users, but they are representatives of the concept.

I make a motion to add the word after various to include the word recreational. Leave activities the way it is.

Ron Sloan: That could be an editorial change.

Howard Harris: Do I hear a second to the motion?

Roger Mitchell: I second it.

Ron Sloan: Couldn't it be an editorial change?

Howard Harris: Is there any objection? No. All right, lets do it that way.

Bill Leavell: Al, the word recreational was left out. At the last meeting when you read the recommendations you were asked just what you intended as far as the recommended council was concerned. Your response was "The meaning is that these could be recreational councils composed of recreationists, but on these councils there would be representatives of other uses. These councils would have to be tailored to suit the country in which they are located, because of user variety. There would have to be representation on these councils that would represent preservation, conservation, and consumptive use concepts. We figured that this would be a pretty rounded council, maybe of the nature that we have here".

Then the Chairman stated, "I just want to make that clear. At first it sounded like you are just going to have a recreation council. Certainly the cattlemen and maybe miners, everybody that is a user, ought to be involved to get the cooperation and understanding". We felt the resulting statement reflected that you were looking for a council with various activities to be represented.

Alfred Kramm: It doesn't spell out that we would have recreational activities on the Council or representatives from the various recreational activities. If you don't spell it out it could have maybe only one representative representing all recreational activities. I don't think this would be a fair consensus.

Howard Harris: You are limiting it to recreational pursuits.

Alfred Kramm: No, we aren't. We are not limiting it here to recreational pursuits, but this is a problem. A problem of people.

J.R. Penny: The last line says it is going to have many other uses represented on the Council.

Alfred Kramm: You could do one other thing on this. State that such councils selected by the management agency should include representation from recreational pursuits, and other land users. If you want to put it in that way.

Howard Harris: Frankly, I think that is best.

Alfred Kramm: In our committee when we discussed it, we put the word recreational in there and that was the original intention.

Howard Harris: Bill, have you got the picture?

Bill Leavell: Yes. We can insert the words: "Such Councils selected by the management agency, should include representation from recreational pursuits and other land uses for long range preservation" . . etc.

Alfred Kramm: This is on the guidelines. These reflect the feeling people get when they read the interpretations. I think the main thing was in regard to camping. Let's start off with page 3. You define off-road vehicle use as any motorized vehicle traveling off an established road. This is fine. The car I drive on the highway is also one of those types of vehicles. When you get to the restricted non-use areas and want to go off the side of the road to camp and it is restricted non-use to off-road vehicles, you have to stay on the road. Now you can't camp without going off the road a

little bit. Maybe 500 feet. You have to get out of the traffic pattern, dust and noise. So this was bothering people because they figured they are going to be restricted. They are not going to be able to camp anywhere. Suppose you go out to a non-use area that is an archaeological site and you want to camp somewhere. We are not going to have campgrounds available everywhere; anyway, they are not big enough. So they pull off the side of the road and have no intention of an off-road vehicle use. All they are doing is getting off to camp. That is the purpose. They know they can't use vehicles. They haven't got vehicles that will do this, but they did get off the road to camp. I think it would be well to have a statement that says camping off the side or away from the road should not be considered as off-road use, in the three management categories.

J.R. Penny: What if it is on an archaeological site?

Alfred Kramm: There it has to be posted. Archaeological site - no camping.

Howard Harris: If you close an area, whether it is because it is a historical place, archaeological place or very fine geological formation, it seems to me that that would be the very place you wouldn't want to camp.

Roger Mitchell: Al, I would be unalterably opposed to your suggestion.

Howard Harris: It seems to me that if the area is closed to off-road vehicle use, certainly camping is going to destroy the very thing you are trying to save.

Alfred Kramm: How many areas are going to be closed like this?

Howard Harris: I think this is where good administration will come in. My guess is that with the amount of staff and funding available, probably most of the country will be wide open until they can actually identify such areas.

Lamar Johnston: Are you talking about putting up tents, wash basins, or are you going to stay in the car?

Alfred Kramm: People have a variety of ways of doing it. Some stay in the car. Some bring facilities that are fully self contained.

Roger Mitchell: One of the ideas that I presented was the 3 classifications of areas. More or less open use, restricted use, and non-use.

Howard Harris: What did you have in mind when you suggested that?

Roger Mitchell: A relatively small area with a specific reason that it be considered non-use, such as an archaeological site. It would be small. In no way did I envision camping there. As Howard very well put it - that would defeat the purpose.

George Strauch: You are thinking of Pt. Lobos, or something like that?

Roger Mitchell: Perhaps.

Howard Harris: Limited areas?

Roger Mitchell: Yes.

Alfred Kramm: When people read this they get the impression these are going to be great big areas and that we are going to be way out some place and will have to go 15 - 20 miles to find any place to camp.

Howard Harris: My guess is that if it isn't posted, it will probably be open.

Ron Sloan: There won't be too many people reading these guidelines. This is for in-house management. When Joe Smith walks up to the counter or calls on the telephone the Manager has already gone through these.

Howard Harris: These are guidelines for management.

Ron Sloan: Yes. This is not a public release that makes rules and regulations. These are already made and in effect as of January 18 of last year. I would have to agree with Roger. I thought that the intent of the non-use would be small.

J.R. Penny: The management criteria explains what you could expect. For example, a nesting area. You don't want use in nesting areas for upland game birds during a particular season. That might be a pretty big area. Consider a lambing range. A big sheep operator may lamb on a pretty big range and he doesn't want off-road vehicles running thru those lambing ewes because it is taking his profit. Instead of having 100% lamb crop he would probably have 50%. This means that you can't say that it is necessarily going to be small.

Alfred Kramm: How do you let people know when they can camp? Would you say camping permitted or camping not permitted?

J.R. Penny: The guidelines indicate how in time this will be done.

Alfred Kramm: People are going to have to camp someplace and they should have as many areas as possible.

On page 4 - non-use areas. It seems to me there is a conflict with the statement here and on formal closure on pages 31 and 34: maybe this formal closure business is a last ditch measure. This method includes closures where measures under Method 5 did not prove successful. But specifically, it also will be used whenever ORV non-use areas are established. As I take it, this closure means everyone is out, irrespective of what their intentions are, what they are going to do in the area - it seems like it would be unfair to campers, hikers, and other activities other than the off-road vehicle because of this. Is this a necessity to close the area in order to manage it or to bring it back to normal again.

Howard Harris: Is this a closure for everything or just off-road vehicles?

Alfred Kramm: It says it also will be used wherever off-road vehicle non-use areas are established. It mentions this specifically as an off-road vehicle non-use, but it leads me to believe that it is an absolute closure to all uses.

J.R. Penny: These guidelines apply to off-road vehicles, however, there may be instances where this procedure might be used to close an area to other uses.

Ron Sloan: Under this it applies to ORV. If you get into your other closure it could mean everybody.

J.R. Penny: For instance, for a fire closure we might have to say it is closed to everybody except certain people.

Howard Harris: Perhaps you recall Ron's statement at the last meeting that we have to have some faith in the administration for interpretation of these things that will be reasonable. It seems to me this is just about as far as you can go when you are putting down guidelines at this point.

Jack Edwards: I also had non-use areas marked for broader explanation. It does seem restrictive, but since you explained it, it could be all or part. I'll go with that.

Howard Harris: It would seem to me that the fact that the selective closures are within the procedures, there is no problem.

Alfred Kramm: It would seem desirable for the sake of getting public compliance and cooperation to list people first in the general management criteria, then the policy, laws and regulations, state and county laws. It is the people that are going to have to comply with these things, so list them up high in consideration. In the Technical Criteria listing, recreation is shown as No. 7. We could consider recreation either individually or as a multiple use item with each of the technical criteria. Recreation is one of these uses we are going to see much more of in the future. I think it has a more important consideration in the listing.

Howard Harris: Why don't you just leave the numbers off? Thus, not giving an indication of relative importance of the uses.

Ron Sloan: I talked to Russ very briefly this morning. I have read this several times and I read it again on the plane this morning. If you read this just for words, it kinda has a negative nature to it. This is not a criticism, but when

you read this from cover to cover and you see so much emphasis on enforcement, it makes you nervous. But the Bureau is trying to be very broad in the administration of this. When you see cooperation procedures shown with the sheriff, highway patrol, it sounds negative, but that is not the intent. Now you could take a page at a time and each would be of equal value, but when you put it all together, and I think this is the same with Al's point, in order of importance, they are all of equal importance. If we can just keep looking at it in that broad aspect, I think it is pretty acceptable for all.

Howard Harris: Do you want to put Recreation No. 1?

George Strauch: If this number business bothers so many, I suggest we just take the numbers out.

J.R. Penny: We just did.

Alfred Kramm: I don't know if you found this one or not, but on page 17, item 13, I think you mean "or" instead of "of".

Howard Harris: Yes, we found it. It will be corrected.

Roger Mitchell: This may sound a little strange in that I previously moved to amend this but I would now like to make a motion that we accept it as it is.

Ron Sloan: I second.

Howard Harris: Any other discussion?

Jack Edwards: I wasn't going to accept it as is until I had my say.

Howard Harris: We have a motion before us to accept it as is. Any other discussion?

Beula Edmiston: I want to know your definition of "as is". 'As is" as has been drafted, or as we have been writing in?

Howard Harris: Roger, what was the meaning of your motion?

Roger Mitchell: I will accept certain editorial corrections. Further, I think we are in agreement to leave the numbers off in that specific page.

Beula Edmiston: If we are going so far as to editorialize I believe the Desert Protection Council would feel incumbent upon it, to either editorialize a few things into the record or present a minority report. Certain concepts are spelled out all the way thru until it comes to the esthetics and then these are skipped.

Ron Sloan: If we are going into specifics further, I will move that we don't approve this and I will go thru it with a fine tooth comb. I am willing to go on good faith now from our organization. Insofar as Al's and Roger's comments, I don't consider these as editorializing or changing the intent. There are words such as "will" and "may" which are not coordinated all the way thru, but I'm sure these are going to be picked up. I'm willing to gamble that these will be picked up properly.

Beula Edmiston: Can you abide with editorializing the term "natural values" into the guidelines?

Ron Sloan: I think it is in there, Beula. If we cannot agree, I will withdraw my second to the motion and make another motion that we do not close this Council but review this more and spend more time on it.

Howard Harris: We have one motion. Let's take them one at a time. The first motion is that we accept the guidelines as prepared, as editorialized, without substantial change. Now that was seconded. There was some discussion that maybe there could be some minor additions, but not writing new sentences and that type of thing. Is there any other discussion on this motion.

Beula Edmiston: What is considered as minor additions?

Howard Harris: I think it was pointed out when we said no new sentences. Perhaps a word or two could be added to clarify a statement.

Ron Sloan: That's fine. If we get into the specifics, then I want to get into specifics, too. I think that the esthetics and the intent of the Bureau is well covered. I agree there are some words missing, but I'm willing to agree to the guidelines on their face value. However, major changes or subsequent changes, should not be made now.

Lamar Johnston: If we do that we are going to have to go thru every one of the members here and discuss changes.

Beula Edmiston: Just adding terms such as scenic values is all that I would ask. Is that agreeable?

Ron Sloan: It certainly is. The word "recreation", and this type of thing.

Alfred Kramm: I am willing to agree also. However, having solicited comments, I think these comments ought to be voiced and I want to add one more statement. There is considerable mention throughout on sanitary facilities. For example, page 7, and page 19 -item 2. The implication seems to be that areas can be closed because of a lack of fixed sanitary - I'm adding the word "fixed" to sanitary facilities. People have been using some of these areas for years. We get carried overboard once and awhile with sanitary facilities. I'm not saying there shouldn't be any. We are talking environmental controls all over the nation. Some of our people feel that with changing camping conditions, including self contained units, portable facilities, and so forth, that there shouldn't be so much emphasis placed on sanitary facilities, so as to close an area down.

J. R. Penny: If there are no sanitary problems developing, this criteria doesn't apply.

Jack Edwards: Under special land use permit procedure, page 24, the stipulations do not indicate the right of appeal.

Howard Harris: You are pointing out that if an applicant doesn't get a permit, could he appeal it?

Jack Edwards: That is correct.

Ron Sloan: I had a similar question. However, I am hoping that the Bureau-wide permit procedures which are not in here, will cover that. It also mentions that there will be a rental charge and I'm hoping that applies to your standard charges that are already in existence at the present time.

Howard Harris: Are there procedures for appealing decisions?

Ken Clarke: Yes, under the general regulations.

Howard Harris: Fine. Any other questions? Comments?

Jack Edwards: Will the same fee be charged for commercial uses of the land as for recreation use?

Robert McCarthy: Are you talking in terms of the special use permit?

Jack Edwards: Yes.

Robert McCarthy: The regulations require us to determine what the fair market value of the use is. The kind of privilege may be commercial facilities and services, sport events, races and rallies, and many other kinds. Some of these will require us to develop new appraisal techniques because we are dealing with something here that is brand new.

Jack Edwards: For example, consider a professional road race, where they operate on a closed course. The gross receipts on this would be considerable. If an organized group, such as our 4-wheel drive clubs went out and used the same course we would draw 500 people where they draw 5,000. Would our fee for renting the same course be the same as for those who made the big profit for the same use of the land?

Robert McCarthy: I cannot answer you specifically because the appraisal methods haven't been developed for them. However, the appraisal would take into consideration the differences you mention.

Jack Edwards: Has anything been done on the percentage of profit or percentage of gross receipts?

Robert McCarthy: We don't have anything similar to this, although receipts and profit are factors to be considered. In SLUPs for motion picture making we consider the number of people in production, number of horses, the number of vehicles, etc., in determining rent.

H.F. McMurphy: I believe we can live with this. I really do. It is broad, but as changes come, we will correct accordingly. I will agree to the guidelines.

Tom Bates: Would there be any possibility of this committee, or a similar committee, to reconvene in say a year's time and re-evaluate this after it has been put into effect?

Howard Harris: Yes. This was discussed yesterday in the office with the State Director and Bill Leavell and this is going to be one of the topics of discussion later. Any other discussion on the motion? The motion before us is that we accept the guidelines as prepared, as editorialized without substantial change. All those in favor say aye. Opposed say no. Motion carried.

Beula Edmiston: Show mine as abstaining, please. I completely agree with you so far as we go, but don't quite feel we have protected the land sufficiently in definition. I am not disagreeing with a single person here in the intent.

Howard Harris: We are counting on you receiving some editorial phrases, Beula, and I think this can be worked out.

Beula Edmiston: Then it will not be offensive to this group if a few terms such as natural values are editorialized?

J.R. Penny: I will see to it that we help you, Beula.

Beula Edmiston: In that case, I vote aye.

PUBLICITY AND BROCHURE

Howard Harris
Co-Chairman

Howard Harris: Now with regard to the report to be prepared of the Council's actions. I was asked to write a preface statement, which we have placed in the folder. It is called Operation ORVAC.

Let us read through it to see if this is the type of thing that will be suitable for a preface? (See Enclosure #1).

Ron Sloan: I move that it be accepted by the Council and be signed by the Chairman.

H.F. McMurphy: Seconded.

Howard Harris: Any comments? All in favor say aye. Opposed say no. Motion carried.

How lets discuss publicity. First, I'd like to make an announcement. Some of us were handed some items of legislation yesterday. Maybe some of you have seen them - California Assembly Bills 670 and 671, recently introduced. Inadvertently our Council has been connected with this. How this happened is not perfectly clear, but a press notice got out regarding the meeting today that seemed to coincide in time with the publicity on these bills. The inference is that this Council was connected with this legislation. However, we are not.

J.R. Penny: A notice was issued to advise the press that we were going to have a press conference here this afternoon. It was not intended to be a press release, but it was used as a press release and later on got tied in with the bills.

H.F. McMurphy: There is another bill - Senate Bill 343 - requiring the registration of all motorcycles starting February, 1971. This is something that we talked about quite a bit - trying to get a registration system.

Howard Harris: We were talking about identification.

H.F. McMurphy: We were talking about an identification number. They are talking about a registration number. It would actually mean the same thing except that all motorcycles would be registered. There is also another bill proposed that requires them to be insured - all registered vehicles shall be insured.

J.R. Penny: Ken Clarke has made a study of these two Assembly Bills and is prepared to give you a short statement.

Ken Clarke: I think we have two bills, AB 670 and AB 671. One of them appears to be a regular licensing bill which would require an annual fee. The other one is almost identical to the requirements to put a license on snow mobiles; I reported on that last meeting. You have here one bill requiring a payment of a fee for a license and registration and this one provides for the same restrictions as the snow mobiles. You can't chase animals with the machines, etc. Puts the same restrictions on off-road vehicles as it does on snow mobiles.

Howard Harris: We thought some of your organizations might be interested in this. The next item is on publicity. We have been in and out of the office here and talking on the phone about the press conference. The press is scheduled to meet with us at 1:30 p.m. at which time Russ will present a Statement for the Bureau and a spokesman for the Council would present a Statement of the Council's actions. We have developed a three page Statement for the Council outlining the results of our efforts. We tried to incorporate in this a summary of the recommendations of the sub-committees, the ideas put forth, and a summary of the guidelines. (See Enclosure #2, Council Statement, and Enclosure #3, State Director, J.R. Penny's Statement). Is this the type of Statement that we should present to the press?

J.F. McMurphy: I make a motion that Howard Harris handle this Statement presentation to the press. (Motion seconded, voted on and carried).

WHERE DO WE GO FROM HERE

Howard Harris
Co-Chairman

Howard Harris: Now, where are we going from here? I would like to get the expressions of the Council members. What do you recommend as to where we go from here?

Tom Bates: I propose that this committee or a similar committee reconvene after a suitable period of time in which these recommendations have been tried. The committee would review how they work and consider need for possible alterations, or adjustments.

Howard Harris: How are these amended, by the way?

J.R. Penny: They are amended internally by this office.

Howard Harris: If something needed changing you can do it?

J. R. Penny: Yes.

Beula Edmiston: What about the time?

Howard Harris: Possibly timed by some specific problem that came up.

Beula Edmiston: I think that is a good suggestion.

Tom Bates: If something of an urgent nature should occur prior to the decided date the committee could be reconvened at the decision of the BLM if they felt that it was necessary to have us get together sooner.

Howard Harris: How about if one of the organizations represented here felt there was an emergency?

Tom Bates: They could contact the BLM.

H.F. McMurphy: We could adopt a sub-committee for the areas. One for the south, one for the north and one for the central part, and these sub-committees could send the information back to the group.

Howard Harris: One of our suggestions is that councils of more localized nature be organized.

Jack Edwards: Russ, how long do you figure it will take you to implement this plan?

J.R. Penny: When it is sent out it will be implemented to the extent possible. Our statement points to our inability to fully implement it for a number of years because of many reasons. Partly legislative or inability to enforce; partly lack of personnel and so forth. The districts will implement it to the extent that personnel and funding is available to them.

Jack Edwards: What will the impact of this report be on the Public Land Law Review Commission?

J.R. Penny: That is difficult to answer. It will undoubtedly be made available to the Public Land Law Commission. It is to be expected that they may give it a lot of consideration because there has been no study of the off-road vehicle use of public lands that can compare with this. Certainly we could anticipate that it would provide a lot of information to them on an approach, an understanding, and a need. We could also anticipate it is going to have an influence on BLM outside of California.

Howard Harris: I was in Washington D.C. for a week recently, and called on Asst. Secretary of Interior Loesch - or he called us and asked us to come over, and we discussed this with him. He is very pleased about this going on and was particularly interested in this matter of the idea of the Council and communicating between the Bureau and citizen interest groups. We mentioned this to Congressman Baring, who is Chairman of the Public Lands Sub-committee, and in whose committee some of these land review hearings are being held. I suspect that they might be looking with interest on it.

Jack Edwards: I wholly endorse the idea of each district setting up an advisory council to help them in any local problems. I don't believe that local problems should be the concern of this Council, but that they should be handled locally.

Lamar Johnston: It looks fine. I like Tom Bates' motion and I think that we should leave the door open to the Bureau to call us back within a year or whenever. They should be able to call us when the need arises.

Alfred Kramm: I highly endorse Tom Bates' suggestion to reconvene this or a similar group. I agree with Jack Edwards that local problems can be well solved in the local area. And I agree with Jack's concept that this group might be concerned with the over-all management policies.

H.F. McMurphy: I would certainly like to see local groups because this group here cannot take care of local affairs. Local people can. If we are to operate successfully we must have local groups. The local group could advise the office here, and we, or a similar group, could come back.

Roger Mitchell: We have been meeting here for nine months now and we have been dealing with the subject of off-the-road vehicles. If you look around at the name plates here you will find that, even though we are considering just off-the-road vehicles, there is a pretty good cross section. Perhaps by inviting several more groups from other land user groups we could drop the words off-road vehicle and have an advisory council You might find this useful in having an advisory council on some topic other than off-road vehicles.

J.R. Penny: May I comment on this a little bit. The Bureau of Land Management has an Advisory Board as you probably know. The grazing districts have a grazing district advisory board with a wildlife representative, in addition to livestock representatives. It has been proposed that these district boards be expanded to make them multiple use advisory boards and perhaps have such boards in other than just our two grazing districts, Susanville and Bakersfield. Also, we have a State Advisory Board which is a multiple use advisory board. I wouldn't want to counsel you that we might consider setting up another board that would conflict with the present State Advisory Board because we get a great deal of help from them and they represent the interests that are represented here.

Beula Edmiston: Mr. Penny, is there a hope that the State Advisory Board could become more inclusive of other points, since multiple use does include other than the very specifics? Could the State Advisory Board include these other uses so that it could be a better cross section?

J.R. Penny: These things can always be considered. But the Multiple Use Board does have recreation, forestry, wildlife, urban, mining and other representation. This is a very broad board. It is extremely difficult to have everything and still have a workable unit, but we could consider, I presume, some change. We are guided by the guidelines of the Secretary of the Interior on this matter.

Ron Sloan: We seem to agree. I would like a date or a time element established. Most committees, when they agree to meet as problems arise, never meet. Meeting with local districts is fine and we will do that, but I would like to see this Council propose a date - a year, year and a half, so that we can come back and re-evaluate our efforts. I'm sure that the Bureau by that time will have sufficient statistics and data and history that we can re-evaluate the stands that we have now taken.

Howard Harris: Do you have a suggestion for a date?

Ron Sloan: I would say approximately one year.

J.R. Penny: When would you consider that a full season of use would have been completed in the southern part of the state?

Ron Sloan: There will not be a full season of use this year. You are going to get it next year.

Howard Harris: Would you rather have it, say next February or next spring?

Ron Sloan: Next spring.

George Strauch: I ask that BLM consider forming an advisory council for recreational uses of the land to meet as needed to handle future off-road vehicle problems as well as the problems of other recreationists. Groups like ours, California Outdoor Recreation League, the Sierra Club, and Desert Protective Council have other problems. We would like to be represented in the future. If we made this an advisory council on recreational uses of the lands, it would also include the motorcyclists, the dune buggies, and everyone but it wouldn't be specifically for one thing. It would be for all recreational uses of the land.

J.R. Penny: We have directives from our Washington Office - guidelines as to how committees are formed. When we have an ad hoc citizen's council such as this, then I can call the group together. If it becomes a broader committee, of a permanent nature, then this becomes something for the Secretary's consideration.

George Strauch: Could individual groups expect to meet with you and voice their problems? Like last February, I had the executives of the California Federation of Mineralogical Societies come to San Francisco and discuss their problems. Could there be meetings like this where this could be done?

J.R. Penny: Yes, of course, but you were talking about a permanent committee, having broad responsibilities. This is different. I'm not urging you to not submit your proposal. I'm advising that we have certain guidelines we follow. We may be able to arrange this for you or we may not.

Ron Sloan: With regard to the State Advisory Board, most of us are involved in recreation. Is there some way that we could have some sort of liaison with the recreation representative on the State Advisory Board?

J.R. Penny: The present representative is the Chairman of the State Board and he is a professional recreationist. He is the General Manager of Shasta Cascade Wonderland Association, and is very active and has a great deal of interest in recreation uses. He has offered to make himself available.

Howard Harris: Any more comments on the future? It seems we should meet again at some future date to take a look at what has been happening under the guidelines and see what specific problems may have developed. Do we have any consensus on a date?

H.F. McMurphy: May of 1971.

Beula Edmiston: Unless an emergency should call it sooner.

Howard Harris: All right. By common consent, a nodding of heads; Russ, you should call this group together again May, 1971.

H.F. McMurphy: Are we going to have other groups advising us or do we keep it at this one group?

Howard Harris: Sub-groups may certainly be in existence, too. I would think that we could be organizing local groups; in my area we have an active one. Do any of you want to share the method you might use in organizing local councils? Who has a local council operating?

Beula Edmiston: Don't you?

Howard Harris: Yes, we do. The BLM people appeared before the Board of Supervisors and asked them to appoint a study group to look at the problems on public lands specifically at that time of land classification. A commission was appointed which included all interest groups. It didn't make any difference how far fetched it was. Little people, cattlemen, and County officials, professors, motorcyclists; anybody you could think of. We have probably had 20 or 30 meetings. We meet regularly and we have had sub-committee studies and it has been a very active group. This originated with the County Board of Supervisors. It might be that some other Boards might like to do the same. It adds a little official touch to it and it might help get it off the road. One suggestion earlier was that the District Managers of BLM take it upon themselves to organize these groups by location, in the district. There are several ways it can be done. It certainly doesn't have to be on a county basis because many of these problems are multi-county. In our particular group, while we were organized by the San Benito County we ended up being an active organization for four counties.

H.F. McMurphy: Couldn't this be each BLM district? Wouldn't it be more efficient if each district has it's own committee?

Howard Harris: How many districts do we have?

J.R. Penny: Six.

Roger Mitchell: When you say each district will have it's own committee, is this for problems in general or just off-road vehicles?

Howard Harris: As far as our county is concerned, off-road vehicles are only a phase. We are talking about public land use.

Roger Mitchell: Russ, is there anything in the regulations that would prohibit this?

J.R. Penny: There may be. While we do have grazing district advisory boards in the Susanville and Bakersfield Districts, we do not have such boards in the other districts. We have considered a multiple use advisory board system in these latter districts. If it is decided to be done we would submit

the proposal through channels and would be formally recognized by the Department for such. As far as the local off-road vehicle council is concerned, Jack Wilson, District Manager, Riverside, has proposed something like this that he would like to work out there. There are problems in developing such a system. I think our people are going to have to tackle it as to what best fits their particular situation.

Howard Harris: Won't it be interesting next May to come back and see if any of them are organized and in operation? Maybe we can exchange ideas on how to do this.

J.R. Penny: I will consider that this Council is not to be disbanded at this time, but will remain inactive and we will take the liberty to accept your offers of service again as you have recommended.

Howard Harris: I would like to say as Chairman that I have worked with many groups but this has probably been one of the most gratifying, with the divergent views, the respect of others' opinions, and the efforts to be constructive. I would certainly like to thank everyone here.

J.R. Penny: I want to add our appreciation for the service you people performed here. I think you will find that the results of your work will be very productive. You plowed new ground. You should consider yourself as providing considerable leadership in the idea of how to manage off-road vehicles.

Howard Harris: Thank you, Russ. Meeting adjourned.

OPERATION ORVAC

When the Off-Road Vehicle Advisory Council (ORVAC) was appointed, as a result of an action taken by the California State Advisory Board to the U.S. Bureau of Land Management, some interesting questions were raised. Could the representatives of the Sierra Club and other Conservation groups get along with the off-road vehicle members? And, the cattlemen and sheepmen? How could such a conglomeration of divergent views agree on anything? Would the Bureau pay any attention to it, anyway? Or, did the Bureau already have all of the answers? Was ORVAC just to be a "rubber stamp" type of organization? What would come out of this Council?

Now that the answers to all of these questions have come forth, the reader might be interested in some observations which go beyond the formal written actions of the Council.

Early in the meetings of the group, it became evident that there was more common ground for discussion than at first might be apparent. All of the Council members were conservationists to some degree - the Sierra Club representatives perhaps to a different degree than those from the Motorcycle groups, but all interested in preserving resources for future generations, despite the image of some motorcyclists. There was a general consensus that with increasing need for outdoor recreation, and the vanishing of the "frontier" there must be regulated use and stronger enforcement of necessary restrictions; but at the same time keeping the outdoor benefits with as little restriction as possible. With such areas of agreement the group was able to make many proposals. Through the use of written and oral presentations by each member of the Council, questionnaires and comments, sub-committee work and reports, BLM staff analysis, and many individual contacts, the Council has made recommendations on such matters as Management Guidelines, Information and Education Programs, Enforcement ideas, Legislation, and Financing.

Perhaps between each line of the written reports, minutes, answers to questionnaires, and other documentary work, there is something else which may prove of equal value. The very fact that divergent user groups have met together, and met with high officials of the Bureau and staff specialists, has considerable significance. Communications

have been opened up. Each member of the Council has been made to feel welcome at the office of the State Director. We have seen the Bureau respond to suggestions. The State Director in turn knows that he has a better and more sympathetic understanding out in the country. And, among Council members there has developed something good. It is a common goal - perhaps best expressed by Council member Tom Bates - "Enjoy, but don't Destroy; Use it, but don't Abuse it; or you will Lose it."

While the Council meetings may be coming to an end, it is hopefully our wish that the beneficial effects of "Operation ORVAC" may continue to be felt, and will make the out of doors a nicer place in which future generations may live.

Howard Harris

Howard Harris
Chairman, Off-Road Vehicle
Advisory Council

ENCLOSURE #2

STATEMENT FOR THE OFF-ROAD VEHICLE ADVISORY COUNCIL
by Howard Harris, Co-Chairman
February 19, 1970

The members of the Off-Road Vehicle Advisory Council have asked me to speak for them to point out some of the objectives of our deliberations and the highlights of the recommendations we have made to the Bureau of Land Management regarding management of off-road vehicle use on the public lands of California.

I feel honored to have worked with this group and to have been chosen as its spokesman. As private citizens, each of them has shown concern for the common problems faced by users of the public lands and BLM, the managing agency. As representatives of specific organized groups, they have been knowledgeable of the needs and desires of the groups and objective in their approach to the problems. Each of them has contributed greatly to the success of our endeavors.

As a group, we immediately recognized that off-road use has a very important place in the future use of the public lands. On the other hand, we also clearly agreed that there are many, many scientific, historical, geological, biological and social resource values which must not be subjected to damage or over-use; thus we had to weigh present use against future need.

But, I think the Council has done a fine job. In a group such as this, there were bound to be differences of opinion, and we had them, but we never lost sight of the problems nor the goals we sought.

We completed the fourth and last meeting of the Council this morning and at that meeting we presented our report and recommendations to Mr. Penny of BLM. I would like to go over these recommendations.

First, we felt there was a need for an inventory of the land, resources, and use of these resources. Such an inventory would serve as a basis for use, preservation, and controlled consumption. We recommended such an inventory be made by BLM.

Of very high priority was our recommendation that the BLM mount an intensive campaign of information and education aimed at gaining understanding and cooperation of the using public and

interested citizens and groups. This would be an in-depth program and would include material for distribution to news media, citizen groups, schools, and the public in general. It would include wide public distribution and posting of the rules for use of the public land; a study of the feasibility of using a free recreation permit as an educational tool, and it would also include promotion of individual and group participation in conservation, cleanup, and rehabilitation projects.

Realizing the impact of the various advertising media, particularly television, we feel that special effort should be made to contact manufacturers of off-road machines and their advertisers and urge them to produce advertising, particularly TV footage, which does not glamorize destruction or abuse of the land or resources. We have seen examples of this: motorcycles climbing steep slopes, leaving tracks which become gullies, 4-wheel drive vehicles doing the same, and advertising copy which tells the prospective buyer there is just no place he can't go. We feel that advertising could stress the pleasures of use of these machines, respect and concern for the land and resources, even encourage the users to help take care of their lands, and still be effective for its purpose.

We recommended that BLM issue guidelines to assist its resource managers in providing for the reasonable needs of off-road users in a manner which would protect and preserve the resources and minimize conflict with other uses, in accordance with the multiple use concept. These guidelines, we feel, should classify all public domain lands, on the basis of resources and uses, into three groups:

1. Open Use Areas - where a code of ethics would apply as the basic limitation.

2. Restricted Use Areas - where other uses or conditions would require some limitations on off-road vehicle use.

3. Non-Use Areas - where resource values require that off-road vehicle use not be allowed.

We feel that public review, comment, and re-evaluation are important, as demonstrated by the work of this Council, and we would like to see it continued. To that end, we recommend that advisory councils similar to this one be established at regional or local levels.

We recommended that the Bureau be given authority, through enactment of legislation, to enforce the recreation rules and regulations and that, provided with this authority, they develop an effective enforcement system to insure proper use of the public lands.

We recommended that an off-road vehicle registration program be undertaken to aid in communication, education, and identification for enforcement. We did not intend this to be a revenue-producing activity, and we have recommended against charging user fees for only off-road vehicles -- that if user fees were to be established, they should apply to all users of the public land.

We feel that interested, knowing users will want to aid in the program and have recommended that feasibility studies be undertaken to consider the use of volunteer groups in promoting safety, education, and enforcement. Studies should also be undertaken on problems of water, air, and noise pollution. Noise should be controlled and adequate fire prevention devices should be required where and when necessary.

Finally, we have recommended that the necessary funds should be made available for this management program through the regular legislative process.

In concluding, it seems that all outdoors isn't big enough anymore -- that we who are privileged to use the public lands today must recognize the limitations we must place on ourselves so that those who follow will have an equal opportunity for use. And, by "use" we do not necessarily mean consumptive use. We agree that scenic values, outstanding communities of plant and animal life, solitude, historical spots, fragile watersheds, archaeological areas, general landscape values, and our whole environmental quality including esthetic values all need preserving.

We have made our recommendations and stand ready to assist the Bureau of Land Management in implementing such a program through our respective organizations to support the objectives that the users and the managers have set in providing for off-road vehicle use of the public lands.

ENCLOSURE #3

STATEMENT FOR THE OFF-ROAD VEHICLE ADVISORY COUNCIL
by J. R. Penny, State Director, Bureau of Land Management
February 19, 1970

In California, BLM is responsible for about 16 million acres of public land. This chunk of real estate is larger than the states of Delaware, Maryland, and Vermont combined. It varies from the rugged seacoast of the King Range and the forested lands of Lassen County to the deserts of the southern portion of the state. And it belongs to all the citizens of this country. Thirty years ago, the citizens didn't use this land much. There was livestock grazing, some mining, a few people were still homesteading, but demands on the land were not great. But many changes have taken place and things are quite different now. We have an increase in population, and an increase in leisure time for people to enjoy recreation. We have tremendous technological advances which make it possible for people to own more of everything, and do more of everything. Today, there is considerably more demand for all of the values these public lands offer in terms of minerals, recreation, timber, watershed, and such valuable commodities as open space and scientific natural areas. Well, all these things have affected the job we have to do just as they have affected each of you.

These last several years we have been suddenly faced with a new kind of use of the public lands - a rapidly increasing use by motorcycles, dune buggies, 4-wheel drive vehicles, and various other trail machines. This was a use not considered when our laws were developed, our regulations established, and our organization formed. We were just not set to cope with it.

Two years ago, after viewing a major motorcycle race and its effects, our people went to work gathering facts on a preliminary study. What we found scared us. For example, registered motorcycles had increased in number by 400% over a 6-year period. All off-road vehicles were increasing rapidly. Damage to the resources and conflicts between users were evident. The study indicated that if we were going to resolve conflict between uses, if we were going to preserve and protect the resources, if we were going to be able to provide the type of environment people want and need, we had to have management of this use of the lands.

Just six months after we completed this study, the Secretary of the Interior issued the first public land recreation regulations on January 18, 1969. These provided for the preparation of procedures to manage off-road vehicle use. Shortly after that, our State Multiple Use Advisory Board recommended that we form this citizens' council to aid us in developing guidelines on how to implement these regulations and particularly the off-road vehicle portion. And this is how the Off-Road Vehicle Advisory Council came into being. The major organized groups of public land users were each asked to nominate a representative to the Council. The Council was formed of 15 members and the work began.

At the first meeting in June 1969, I asked the Council to work toward the following objective:

> "To recommend procedures and considerations which, within the concept of multiple use, provide for the reasonable needs of various types of off-road vehicle use on public land, in such manner as to maintain a stable land resource, and minimize conflict with other legitimate users."

As we have always found, citizens are interested in their public land. They're concerned about what happens to it. This Council certainly showed its interest and concern, too. Today completes their last session. They have produced what I consider some fine results. In the process of meeting together, they have opened up channels of communication between user groups and between users and resource managers. Together they have cemented an understanding of the problems, needs and opportunities each group faces in public land use.

While we recognize off-road vehicle use as a legitimate use of the public lands, we recognize also that it must be a managed use or it is very apt to be a destructive use which cannot be permitted. There is room to ride on this land in harmony with other uses, but there is not room for anyone to go anywhere he wants and do anything he likes. The guidelines and recommendations of this Council will assist us in providing for the reasonable needs of the off-road vehicle users and still protect resources and other uses.

Certainly we're going to move somewhat slower than we all would like. At the present time we do not have enforcement authority. BLM people do not have the power of arrest or of citation before federal magistrates to enforce rules but we will work closely with local law enforcement agencies and make our needs known for enforcement authority for our employees. We are hampered by lack of funds to carry on the enforcement and education and management programs which are needed, and we are hampered by problems of identification of vehicles and communication with the groups and individuals who operate them.

Even though there are problems still facing us in this field, and some are major, we have made a good start, we have moved forward in what I consider the right direction in being able to do the job that is required of us. I feel optimistic about being able to meet the challenge we face, especially if we can continue to have the aid and cooperation of the fine people such as those with whom we've worked on this Council.

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